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Draft country programme document for Sierra Leone (2004-2007)

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I. Situation analysis

1. After ten years of conflict there is hope that enduring peace has returned to Sierra Leone. Disarmament, completed in January 2002, the countrywide restoration of civil authority, peaceful presidential and parliamentary elections in May, and the return to their places of origin of over 300,000 internally displaced persons and refugees, are encouraging signs. However, the challenges of recovery and peace-building remain enormous for a country still at the bottom of the human development index.

2. The improved security environment created by the presence of the United Nations Mission in Sierra Leone (UNAMSIL), and the restructuring and strengthening of the army and police force, facilitate tackling the country's most pressing problems. These include weak management and implementation capacity, corruption, over- centralization, a fragile judicial system, unemployment, particularly among youth, the growing prevalence of HIV/AIDS and the absence of social services in many areas of the country. Regional instability poses an additional threat to peace in Sierra Leone, as evidenced by the flows of refugees from Liberia.

3. The Government has adopted two key instruments to reduce the country's pervasive poverty and to accelerate national recovery. The Interim Poverty Reduction Strategy Paper (IPRSP) sets out the Government's poverty reduction goals and targets for the period 2001-2003. Based on district-by-district assessments, the National Recovery Strategy (NRS) addresses the immediate challenges of peace-building and recovery for the same period. A full Poverty Reduction Strategy Paper (PRSP), which is to be completed by the end of 2003, will lay out the Government's longer term poverty reduction strategy and goals.

4. Building on the IPRSP, the NRS and the millennium development goals (MDGs), the United Nations country team, in close consultation with the Government and UNAMSIL, prepared in October 2002 a United Nations Peacebuilding and Recovery Strategy (PBRS). The PBRS outlines how the United Nations can contribute to the process of transition and peace-building in Sierra Leone through a coordinated approach to the inter-related issues of peace and security, poverty reduction, reintegration, human rights and reconciliation and good governance. The development dimensions are reflected in the United Nations Development Assistance Framework for Sierra Leone (UNDAF) for 2004-2007, finalized in January 2003.

5. The United Nations Development Programme (UNDP) Resident Representative concurrently serves at UNAMSIL as Deputy Special Representative of the Secretary General for Governance and Stabilization. In order to ensure the sustainability of activities initiated by UNAMSIL, UNDP and its other United Nations partners are working closely with UNAMSIL on a number of transition issues, such as the reintegration of ex-combatants, the extension of state authority and the rebuilding of the justice system and local administrations.

II. Past cooperation and lessons learned

6. The country cooperation framework (CCF) for Sierra Leone (1998-2002) outlined the following challenges: ending the war and restoring durable peace; reducing poverty; reducing unemployment and underemployment; strengthening institutional capacity; promoting good governance; and arresting environmental degradation. Five programmes were formulated under the first CCF: Support to Resettlement and Reintegration; Peace and Development Initiative; National Capacity Building; National Long-Term Perspectives Studies (Vision 2025); and Integrated Approach to Aid Coordination.

7. The UNDP country office commissioned a country review by an external consultant in October 2001, the key findings of which are summarized in paragraphs 8-11.

8. The review reports that the UNDP assisted programme was adversely affected by the war. The rebel attacks in January 1999, in particular, brought the conflict into the heart of Freetown, forced the evacuation of UNDP staff, destroyed most of the material resources of the organization and brought programme implementation to a standstill.

9. Programme formulation in Sierra Leone has proven to be a complex and challenging task because

of the difficult economic, social and political realities caused by a decade of civil conflict.

10. The review reported instances of confusion about the relationship between national programme managers, UNDP and Government ministries. Because the managers are located in Government departments, and yet are paid by UNDP, there have been occurrences of confused reporting lines, which have hampered programme delivery.

11. In developing the new programme, UNDP has incorporated the lessons learned from this experience - in preparedness, partnership and implementation - and is adapting them to the rapidly changing circumstances of the transition from war to peace.

III. Proposed programme

12. UNDAF (2004-2007) has identified four inter-related programmes areas as priorities for action. These are: poverty reduction and reintegration; human rights and reconciliation; good governance, peace-building and security; and economic recovery.

13. Based on these priorities, the UNDP country office, in consultation with the Government and other stakeholders has proposed the following programme areas: national recovery and peace-building; governance and democratic development; and poverty reduction and human development. The objective is to promote an integrated approach to post-conflict peace-building to help the Government and people of Sierra Leone tackle both the causes and the consequences of the conflict.

14. Partnerships and resource mobilization: all UNDP programme interventions will require close collaboration and partnerships with the Government, United Nations agencies (both humanitarian and development), bilateral agencies, the Bretton Woods Institutions, the European Commission and civil society. The fundamental objective of these partnerships is to facilitate the achievement of the MDGs.

15. Concrete progress is already being made. Collaboration with the United Kingdom Department For International Development (DFID), the World Bank and the European Union has been very close in the area of public sector and local governance reforms. UNDP is also receiving support from donors (Sweden, Norway, Canada, UK DFID) through cost sharing and/or trust fund mechanisms to expand and deepen the impact of UNDP activities in fields such as reintegration, shelter and security reform.

16. UNDP joined with the Government and the World Bank to prepare and convene the first post-conflict Consultative Group meeting for Sierra Leone in November 2002.

17. Risk management: stability is crucial to the country's future economic and social prospects and the successful achievement of the public sector reforms that the Government has initiated. Without stability the consolidation of peace will not be possible and the country is unlikely to make substantial progress towards any of the MDGs. The impact of the International Military Training and Advisory Mission (IMATT) on the professional quality of the armed forces is a critical element in the overall risk management strategy. The gradual withdrawal of the United Nations peacekeeping forces will be a major test of the country's ability to manage its own security. UNDP in cooperation with other partners, notably DFID, will assist the Government in anticipating and dealing with these risks through short term measures, such as strengthening the capacity of the Sierra Leone police, as well as through longer term actions.

18. The focus will be on reintegration, restoration of state authority and reconciliation. This programme would build on recovery activities already initiated with UNDP and other donor funding to help restore basic administrative capacity and help revive the economy.

National recovery and peace-building

19. The recovery support programme would include:

a) Assistance to the National Recovery Committee and its technical committee to shape and monitor the National Recovery Strategy and provide support for the District Recovery Committees;

b) Rehabilitating community infrastructure and civil administrative structures that were destroyed or severely damaged during the war years, with emphasis

on projects that support ex-combatants, the internally displaced, returning refugees and other affected groups;

c) Peace-building and reconciliation with emphasis on community-based approaches that ensure the full participation of women and youth.

Governance and democratic development

20. The aim is to assist Sierra Leone to deepen its democratic process, while also strengthening the effectiveness and democratic accountability of state institutions that are critical to the lives and livelihoods of Sierra Leoneans. Four areas for support are envisaged:

a) Public sector reform: this component will build on the existing public sector reform programme, particularly the governance dimensions, such as citizen oversight for accountable and anti-corrupt public administration and an assessment of capacity constraints of the public service;

b) Decentralization and local governance: the emphasis will be on supporting administrative and fiscal decentralization from the centre to the districts through (i) the drafting and implementation of new local government legislation, (ii) assistance to the National Electoral Commission to help ensure that the local government elections are free and fair, (iii) building the capacity of District Councils to effectively manage and fund a range of decentralized activities and (iv) empowering grassroots organizations to help build accountable governance at the local level;

c) Justice, rule of law and human rights: with the goal of addressing post-conflict issues of justice, and the building of human and institutional capacity for the administration of justice and respect for the rule of law;

d) Security sector reform: supporting ongoing efforts for reform and capacity building in the Sierra Leone police, to promote citizen security through adequate and accountable law enforcement and the control of small arms.

Poverty reduction and human development

21. UNDP would provide a mix of assistance aimed at policy level support as well as interventions that will help to expand income opportunities for the poor. The elements of this programme would cover:

a) Direct support for the preparation of the full PRSP and its implementation: technical and policy support to the PRSP national coordinating office (PASCO) for key preparatory activities such as the sector reviews, micro-enterprise development strategies and tracking of budget inputs and outcomes;

b) Capacity building and institutional development: the focus would be on building capacity for pro-poor policy formulation, analysis and advocacy. This will include support to national dialogue on poverty issues and tracking progress on the MDGs;

c) Private sector development: review and improving the investment climate for micro, small and medium enterprises; building institutional and human resource capacity to support income creation and employment for the urban poor through non-governmental business development services;

d) Rural poor: emphasis would be on enhancing livelihood and income opportunities for the rural poor by promoting their access to markets, credit, and agri-rural innovation.

Cross-cutting themes

22. UNDP will ensure that a number of concerns of a cross-cutting nature are integrated into the programmes. These would include gender equality, women's rights, youth and HIV/AIDS. Capacity building is vital for all programme areas and will be pursued via institutional reform and training, both at national and local levels.

23. Ensuring that these cross-cutting concerns are adequately addressed in the three priority areas poses a number of challenges. In the area of national recovery a key challenge is to promote the participation of women and youth in the rebuilding of communities and in the peace-building initiatives. A critical requirement for the governance practice area is to emphasize gender equality and women's rights more consistently in the

design of programme strategies and individual projects. In the area of poverty reduction, a key challenge is to reorient the UNDP programme so that it is better informed about the views of the poor, dwells more on their concerns, and furthermore, mobilizes their own capacities to deal with issues such as HIV/AIDS.

IV. Programme management, monitoring and evaluation

24. Sierra Leone is emerging from war with most of the country's infrastructure and human capacity severely weakened. It is estimated that 80 per cent of professionals left the country during the war years. Implementation capacity within the Government and its ministries is very limited and cannot yet meet the optimum national execution requirement.

25. The management of UNDP assisted programmes has in the past relied on United Nations agency execution. All programmes/projects under the first CCF were executed by the United Nations Office Of Project Services (UNOPS). With a restructured and strengthened UNDP country office and management, there has been a shift to direct execution, mainly as a mechanism to speed up implementation of programmes and accelerate service delivery to the beneficiaries during the crucial years of national recovery. This trend will continue, with a gradual mix of national execution to facilitate knowledge transfer and capacity building within Government departments and services over the next two to three years. Nevertheless, the Government and UNDP will continue to make full use of the expertise of the United Nations system when technical support is required for the design and implementation of programme activities.

26. Monitoring and evaluation: the UNDP country office will put in place a mechanism for continuous monitoring and evaluation in order to more effectively assess the outputs and outcomes of the proposed programme goals. Central to this monitoring and evaluation will be the emphasis and reliance placed on the results-based management methodology. As far as possible, all monitoring and evaluation results will also feed into the monitoring and evaluation process of the UNDAF.

27. In addition, selected projects/programmes will be subject to an in-depth external evaluation, to assess their overall performance and effectiveness as well as their impact on, and relevance to, national priorities. The evaluation should detail lessons learned and make recommendations to improve performance. Preference will be given to mid-term evaluation to ensure that such lessons and recommendations are incorporated in the work plans of the project/programme during the rest of its life.

28. The evaluation may be an event for the project/programme alone, or could be a thematic event whereby a cluster of related programmes/projects are evaluated jointly, so as to enhance the scope for more integrated and coordinated project implementation.

29. Evaluations will have to focus primarily on assessing the long-term results (or impact) and sustainability of the project following its completion, and draw lessons for further programming and policymaking. The timing for, and necessity of, evaluations will be decided based on mutual agreement between the UNDP country office and the relevant ministry or department.

Annex. Results and resources framework for Sierra Leone (2004-2007)

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources (in thousands of United States dollars)*
National recovery and peace building				
1.1 Recovery processes at the community level.	1.1.1 Increased livelihood opportunities for war affected populations especially women and youth	- Increase in numbers of target beneficiaries engaged in small income generating activities	- 400 youths/women managing income generating activities via micro-financing	Regular resources: 2,568 Other resources include: • Cost-sharing 1,750 • Global Environment Facility(GEF) 400 • United Nations Volunteers (UNV) 300
		- Effective participation of non-governmental organizations/civil society organizations (NGOs/CSOs) in policy/ programme development	- 40 NGOs/CSOs trained on effective programme/policy management	
		- Increased access to social services/shelter	- Key district offices, courts, markets re-habilitated	
		- Increased food production, household food security and farm incomes	- Rehabilitation of farm infrastructure including feeder roads, bridges.	
1.2 Capacity development of national institutions and civil society organizations to advance human security	1.2.1 Improved capacity for conflict resolution and addressing human rights issues at community level	- Arms proliferation controlled and reduced - Trafficking of drugs reduced	- National machinery set up to check cross-border flow of arms/ammunition/ drugs	Regular resources: 1,716 Other resources include: • Cost-sharing 1,600 • Others 400
		- Stability, disputes resolved, conflicts prevented	- Peace-building/ conflict prevention management programmes in place	
		- Increased awareness of human rights issues - Networking of human rights organizations - Increased presence of women and youth organizations in conflict prevention	- Training modules developed and regional sensitization workshops organised - Capacity of marginalized communities strengthened in peace-building	
Governance and democratic development				
2.1 Decentralization policies and allocation of resources to the sub-national levels	2.1.1 Decentralization policies adopted and local government established and effectively functioning	- All district and local councils functioning - Legislative framework for decentralization implemented	- 14 district councils and 149 chiefdom councils equipped and appropriately staffed - Local Government Act implemented in all districts	Regular resources: 894 Other resources include: • Cost-sharing 1,000
		- Proportion of women and youth occupying elected and appointed positions in local authorities increased	- Communications strategy and systems for local governance put in place nationwide - Mechanisms established for citizen monitoring of accountability/ transparency in local governance in 14 districts	
		- Local tax revenues in select chiefdoms collected via effective, transparent process	- Pilot activities undertaken in 14 districts for local resource mobilization /expenditure	
2.2 Administration of, and access to, justice	2.2.1 An effective, efficient and accountable justice system established	- Number of courts functional at district and sub-district levels	- All Magistrate Courts functioning with trained judicial staff - Civil/criminal case backlog reduced by 40%	Regular resources: 717 Other resources include: • Cost-sharing 750
		- Increased access to justice, particularly for women and youth	- Mass information and civic education on rights and obligations conducted	

2.3 Promotion of human rights	2.3.1 Increased respect for human rights at national/ community level and strengthened security institutions/personnel	- Existence of governmental and civil society human rights education programmes that reach a large proportion of the population - Effective human rights system with nationwide coverage fully staffed and funded	- 15 CSOs, actively promoting respect for human rights, enhanced - Monitoring/response to human rights abuses enhanced at district/chiefdom level	Regular resources: 894 Other resources include: • Cost-sharing 1,500
		- Existence of a citizen security ombudsman which is fully staffed and funded	- Citizen security ombudsman established at district level - Key security/police forces/emergency civilian personnel nationwide equipped and trained	
2.4 Efficiency and accountability in the public service	2.4.1 Public services and public sector improved for efficient, accountable and transparent service delivery	- Implementation of procurement and public sector reforms - Civil service code and regulations being implemented - Increase in citizens' awareness of, and participation in, planning and oversight	- Public sector managers/staff trained in policy, management and leadership - Monitoring of Civil Service performance - Civil service code/regulations and nationwide training provided to all civil servants - Public information campaign on role of citizens in public sector initiated and ongoing	Regular resources: 596 Other resources include: • Cost-sharing 1,300
Poverty reduction and human development				
3.1 Access to productive resources and assets	3.1.1 Increased access to income generation for the poor	15% of population rise above poverty line	- Jobs created through technical, financial and material assistance	Regular resources: 2,416 Other resources include: • Cost-sharing 2,100 • United Nations Capital Development Fund (UNCDF) 200 • GEF 400 • Other Trust Funds 300
	3.1.2 Increased food production, household food security and incomes	- Improved rural infrastructure and increased capacity for food production and distribution	- Technical and physical assistance provided to communities to improve food production	
3.2 Development and implementation of macro and poverty reduction policies and strategies	3.2.1 Stable and competitive economy	- Reduced fiscal deficit Increased real/productive sector output	- Regular review of/reporting on national planning tools e.g. PRSP etc - Technical assistance for aid coordination	Regular resources: 1,472 Other resources include: • Cost-sharing 2,000
	3.2.2 Strengthened capacity and systems for poverty monitoring	- Regular data collection and yearly reporting on MDGs and poverty related issues	- Current statistics/reporting on poverty status and the MDGs	
	3.2.3 Increased private investment and employment	- Reformed legal and regulatory frameworks - Increased private capital flows - Enhanced private sector participation	- Increased absorption of labour force in the private sector - Formulation of national micro-credit policy	
				Regular resources: 11,273 Govt & 3rd party C/S 12,000 GEF 800 UNCDF 200 UNV 300 Other 700